URBAN ADMINISTRATION IN HIMACHAL PRADEDH: A STUDY OF SHIMLA AND KANGRA DISTRICTS

A SYNOPSIS

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Introduction

The Urbanization now as to be viewed from a wider angle which manifests that Urbanization is not only defined in terms of migration from rural to urban area because of pull and push factor, but it also refers to a scenario whereby the rural areas are tending to convert into the urban areas through the process of industrialization and assimilation of rural areas into urban areas to ease the presence of population on bigger cities.

The urbanization process relates to concentration of people engaged in non-agricultural occupation and concentration of non-agricultural land use in specialized area, on a place, as a consequence of population; and land use shift urbanization thus involves.

The word 'urban' is generally referred in terms of demographic attributes (size and density) or Economic variables.[1]

In its demographic sense, urban is usually considered as agglomeration of a given size. However, this size itself may be set at several 'significant' but, nonetheless, arbitrary level, while size has not been the sole criteria for demonstration of urban and rural, it has been the most widely accepted and the single most important criteria among several used. The minimum population required for urban demarcation has varied from, 5000 persons in India to 3500 in the United Kingdam, 2500 in the United States, 2000 in France in the people's republic of China and 1000 in the U.S.S.R.[2]

The term urbanization implies the movement of people to urban areas. Thomson uses the term just in the same sense, urbanization in characterized by

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1 J. P. Gibbs, Urban Research Method, Van Norstant Company, Inc. Princeton, New York, 1961, p. 64.

2 Philip M. Houser, Urbanization in Asia and for East Proceeding of the Joint US/UNESCO seminar, on Urbanization in the ECAEF, Bangkok, 1956, p. 128.

movement of people from small communities, concerned chiefly or solely with agriculture to other communities generally larger, whose activities are primarily centered in government, trade manufacture or allied interest.[3]

Professor Hauser and Duncan characterize, urbanization as a change in pattern of population distribution. It involves an increase in the relative size of urban population, a growth in number and size of urban settlements or places and an increasing concentration of population in such places.[4]

Urban local bodies/municipalities play an important role in the planning and development of urban areas. However, most studies undertaken to assess the functioning of municipalities in India point out that the performance of municipalities in the discharge of their duties has continued to deteriorate over time. It is noted that municipalities in India are confronted with a number of problems, such as inefficiency in the conduct of business, ineffective participation by the weaker sections of the population in local governance, weak financial condition, lack of transparency in the planning and implementation of projects, etc., which affect their performance adversely. An important initiative of the Government of India to strengthen municipal governance is the enactment of the Constitution 74th Amendment Act in 1992. Until the recent amendment, local governments in India were organised on the basis of the 'ultra vires' principle [beyond the powers or authority granted by law and the state governments were free to extend or control the functional sphere through executive decisions without an amendment to the legislative provisions. Through this initiative, an attempt is being made to improve the performance ability of municipalities, so that they are able to discharge their duties efficiently.

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3 W. S. Thompson, Urbanization in Encyclopedia of Social Servies, Vol. XV, Nacmillan, 1935, p. 189.

4 Philip M. Houser and Dudley Duncan, The Study of Population- An Inventory and Appraisal, The University of Chicago Press, 1953, p. 34.

The important provisions specified in the Act include constitution of three types of municipalities, devolution of greater functional responsibilities and financial powers to municipalities, adequate representation of weaker sections and women in municipalities, regular and fair conduct of municipal elections, and constitution of Wards Committees, District Planning Committees, Metropolitan Planning Committees and State Finance Commissions. The Constitution (74th Amendment) Act, 1992 provisions, thus, provide a basis for the State Legislatures to guide the State Governments in the assignment of various responsibilities to municipalities and to strengthen municipal governance. Accordingly, several State Governments have amended their Municipal Acts/Laws/Legislations so as to bring these in conformity with the Constitutional Provisions. Interestingly, a review of literature reveals that till date a systematic attempt to assess the impact of the 74th Amendment Act provisions on the working of municipalities has not been undertaken at the all-India level. The literature review further shows that piece-meal studies have been undertaken on the subject after the enactment of the Act. It is also learnt that the municipalities are confronted with a number of problems, despite the amendments in the State Municipal Acts and the implementation of the 74th Constitution Amendment Act provisions. For instance, in several States, there exists a problem of ineffective participation in the decision-making process despite adoption of the policy of reservation, delays in the transfer of funds to the municipalities despite constitution of State Finance Commissions, poor recovery from various tax and non-tax sources despite devolution of powers, etc. It is further learnt that there is an influence of various social, economic and political factors on the functioning of municipalities in India. Considering these local-level issues of governance as relevant, it is essential to examine the impact of the 74th Constitution Amendment Act in different states of India.

URBANIZATION

Urbanization is defined as process of the movement of the population towards urban areas-towns and cities. The process may proceed either through an increase in the number of cities or through a rise in the size of the population in each city. Urbanization thus refers to the growth of cities, to the total population living in urban settlements. In other words, it implies an increase in urban population. Urbanization may be distinguished from urban growth. The letter term refers to an increase in the percentage of urban population to the total population.

Urbanization is characterized by movement of people from rural communities concerned chiefly or solely with agriculture is other communities were activities are primarily centre in management, trade, manufacture or allied interests urban communities.

WORLD URBANIZATION TREND

Not only is there excessive population growth in most of the world, but these population are becoming intensively concentrated in and around major cities. In the United States in 1800, only 5 percent of the population lived in towns larger than 2500 people. In 1960, over 65 percent of the population lived in towns of that size, and now 73 percent lives in cities of over 100,000. By the year 2000 the population of the United States will total at least 350 millions, of which 80 to 90 percent will live in urban areas. In construction and urban development they are devouring 4000 acres of United State landscape per day.[5]

The primary growth in population will not necessarily be within the city centre, but in a vast from less and largely unplanned urban sprawl around the cities. Similar changes or occurring throughout the world. In 1800, in England and

[5] N. Day, The Dimensions, Issues and Determinants of Urban Development, J. B. Lippincott Company, 1968, p. 30-35.

Wales, only 20 percent of the population lived in cities, now more than 80 percent lives in cities over,100,000.

Throughout the world, many urban centre have experienced phenomenal growth in twentieth century. Calcutta developed from less than 850,000 in 1901 to 2.1 million by 1941, 6.5 million by 1965 and 8 million by 1972. The metropolitan area of Los Angeles developed from 102,000 in 1900 to over 3 millions in 1965- a 30 fold increase in less than 3 generations. In two generation Albuquerque, New Maxico, increased 20 fold, and Phoenix, Arizona nearly 60 fold. Maxico city tripled in size in one generation (1940-65) from 1.4 million to 5.2 million, and Sao Paulo Brazil, showed a similar pattern. These latter cities are still among the fastest growing in the world.[6]

The above census figures refer to the metropolitan areas and not the city limits. It should be pointed out that one problem of many cities has been a net loss of people within the city boundary. This has occurred as people have migrated to be suburbs, leaving behind a deterioration inner city. The local movement should not obsecure the broader picture of great urban growth throughout the world by urban sprawl and unplanned aggregation. The fact remains that the urban areas as distinct from the political boundaries of cities are dramatically increasing in number of size urban sprawl has also been accompanied by changes economic and social composition of city populations. People from poverty-stricken rural areas have migrated into cities seeking jobs. Often jobs are not available for those without education and skills and the cities welfare rolls are increased. All of these migrations have contributed to be economic and social deterioration of cities. Facing the realities of life with inadequate housing, poor sanitation, ill health and a

[6] R. Dasman, Environmental Conservation, New York: Wiley, 1968, p. 233.

breakdown of social services, giant cities are increasingly becoming a behavioural sink of human deapair.[7]

URBANIZATION IN INDIA

Urbanization in India, is the product of an increasing gap between the rising expectations of the people and the response of the national economy and body politic to meet these expectations. The urban cities and their attendant problems did not reach the crisis stage all of sudden, rather they are rerated in a process which has been in operation for decades, nay, centuries, city infrastructure and social capital designed to serve half a million people are now called upon to accommodate five millions or more population. The city administration, meant to keep the roads and streets clean and to maintain water conservancy services, is now asked to provide housing, employment opportunities and a host of modern civic amenities. Here lies the problem of cities in general and metropolitan cities in particular.

During the colonial times, the growing problems of India's large cities were resolved by creating new cities, cantonments, civil lines and boulevards which were generally barred for the 'natives'. The indigenous city was particularly lift to grow under its own pressure. It was an object of survey, books and rehabilitation. One may indeed cite example of praise worthy and innovative efforts during the British Raj to guide the growth of Indian cities in response to challenges, but never was a grand design of India's urban future conceived and planned. Until recently urban planning in India was based on borrowed technology. If London has a master plan, Calcutta too should have one. If England grows new towns India too must have them. If the U.S.A. has megapolises, India too should aspire to have some. One can give many more examples of attempts at district transplantation of

[7] United Nations Reports on The World Social Situation, 1970, p. 192.

western concepts to the Indian situation. While none should decry all that represents the west, one can't escape the fact that concepts, methods and techniques of certain planning cannot be divorced from the social and economic relation of each country and region.[8]

URBAN ADMINISTRATIONAL HISTORICAL EVOLUTION

The development of municipal government since the advent of British rule in India can be divided into the following periods on the basis of the introduction and acceleration of democratization process and transfer or grant of powers and functions to urban local government:

FIRST PERIOD (1687-1881)

The origin of municipal administration in India dates back to 1687 when a Municipal Corporation was set up at Madras under a Charter granted by James II, the then British monarch with a view to transfer the financial burden of local administration to the local city council. In writing to the Madras Council on 28th September 1687, the Directors, with the consent of the Crown had observed, "The people would more willingly and liberally disburse five shillings towards the public good being taxed by themselves, than six pence imposed by our despotical powers". A Royal Charter of 1720 established a Mayor's Court in each of the three Presidency town of Madras, Bombay and Calcutta. These courts were more judicial than administration bodies. A statutory basis of the urban local government was not provided until 1793 when the Governor-General in Council was empowered to appoint justices of peace for the presidency towns from among convented civilians and the British subjects, who were vested with the authority to impose taxes on houses and lands to provide for the sanitation of the towns. In 1842, the Bengal Act was passed to set up town committees for sanitary purposes

[8] R. P. Sharma, Million Cities of India,Vikas Publishing House Pvt. Ltd., New Delhi, 1978, p. 7.

but the Act failed to operate as it was based on voluntary principle and the taxation enforceable under it was of a direct nature. In 1850 an Act was passed for the whole country permitting the formation on the application of the inhabitants, of local committees to make better provisions for public health and convenience. Though the Act still maintained the voluntary principle, it was more practicable as it made provision for the levy of indirect taxes to which the people were accustomed.[9]

In 1863, the government's attention was drawn by the Royal Army Sanitation Commission to the appalling, unhealthy and fast deteriorating sanitary conditions of towns all over the country. Consequential to this note of warning, the Government of India passed several municipal Acts for various provinces authorizing Governors to order the formation of a municipality in any urban area of the province. The municipal committees were empowered to administer municipal funds but were obliged to expend the proceeds of taxes, in the first instance for the maintenance of police and the surplus if any could be utilized for the sanitary improvements of the town.[10]

SECOND PERIOD (1882-1909)

Lord Ripon's Resolution (1882)

The next stage of development of municipal government in India was Lord Ripon's famous resolution, of 18 May 1882. The historic resolution is regarded as a landmark in the development of local government and is hailed as its Magna Charta. It became the foundation of local government and earned the title of 'Father of Local Self Government in India' for its founder. It explicitly aimed at satisfying adequately the national urge for self-government, and envisaged local

[9] Hugh Tinker, The Foundations of Local Self Government in India, Pakistan and Burma, London, The Athlone Press, 1954, p. 25.

[10] Government of India Resolution No. 3434 date 19th December, 1870.

bodies as an instrument of political and public education and to this end, it advocated: (a) the establishment of a network of local self-government institutions, (b) the reduction of the official element of not more than a third of the total membership, (c) exercise of control from without and not from within, (d) a large measure of financial decentralization and, (e) the adoption of election as a means of constituting local bodies.[11]

Royal Commission on Decentralization (1907)

A significant development since Ripon's resolution came up in 1907 when the rising discontent among the Indian masses led to the appointment of the Royal Commission on Decentralization, to enquire into the financial and administrative relations of the Government of India and the provincial governments and the authorities subordinate to them.

The Government of India, in its resolution of 28th April 1915, suggested the gradual implementation of these recommendations which were largely a replica of Lord Ripon's proposals of 1882. But a programme that was prominent in 1883 was hopelessly out dated in 1915.

Punjab was the first province to incorporate the recommendations of the Royal Commission in its Municipal Act of 1911. The other provinces had thereafter passed similar Acts.[12]

THIRD PERIOD (1927-1937)

Government of India Resolution (1918)

The national movement for independence was gaining momentum causing great concern to the government in Britain and India. With the outbreak of first

[11] Government of India Resolution no. 171749-75, dated 18th May, 1882.
[12] Montague- Chelmsford Reform, 1918, para 3.

Great War (1914-18) the British Government felt in necessary to solicit support and cooperation from the people of India. It Therefore, came out with the historic declaration of 20th August 1917 to seek increasing association of Indians in every branch of the administration and the gradual development of self- governing institutions with a view to the progressive realization of responsible government in India. The Montague Chelmsford Report (1918), to make local self government both fully representative and responsible, d suggested. There should be as far as possible complete popular control on local bodies and the largest possible independence for them of outside control.[13]

Government of India Act 1919

The Government of India Act, 1919 introduced the dyarchical system of government. Local self government department being a transferred subject came under the charge of a popular minister responsible to the provincial legislature. Municipal Acts in various provinces were amended which further increased the powers and independence of the municipal councils, lowered the franchise and reduced the nominated element and encouraged the election of non-official presidents and vice-presidents. In Punjab, for example, only five municipalities remained wholly nominated. The elective element ranged between 75 percent. In view of the meager representation of Muslims as compared with their population in the local bodies, the communal electorate was extended to a larger number of municipalities.[14]

FOURTH PERRIOD (1937-1947)

The inauguration of Provincial Autonomy under the Government of India Act 1935 gave further impetus to the development of municipal government in

[13] Montague- Chelmsford Report, p.123.
[14] Jawaharlal Nehru, AnAutoniography London, 1936, p. 144.

India. The Act abolished the system of diarchy and introduced popular government in the provinces. Local government was classified as a provincial subject. But no taxes were earmarked for local bodies under the Act. Taxes which could be imposed by the provincial governments were included in the provincial list without any indication as to the taxes reserved for local bodies. This change had proved rather unfavourable for local authorities as state governments had is certain areas, utilized what were previously recognized to be purely local taxes, for their own purposes. It gave a definite set back to the development of municipal government. Thus no significant efforts could be made to bring about reforms in municipal government during the period of provincial autonomy. The British left in 1947 without firmly establishing a self-reliant, virile, healthy and efficient system of municipal government.[15]

Post –Independence Period (1947 to the Present Day)

India got independence on 15th August 1947. Its new constitution declaring it a Soveregin, Democratic Republic which came into force on 26th January 1950, directs the State vide Article 40 to organize panchayats and to empower them adequately so that they become viable units of self government but it does not contain counter past provision for urban settlements. Thus while the constitution casts a mandate on the state to ensure the working of village panchayats, there is no specific corresponding mandate regarding urban local bodies. The constitution thus places local government including urban local government within the legislative competence of the states and the role of the central government will necessarily have to be advisory and catalytic rather than one of dominance.[16]

[15] D. R. Sachdeva, Local Government Services in India, Jalandhar, Raj Publishers, 1974, p. 27.

[16] M. Venkatarangaiya and M. Pattabhiram, Local Government in India-Select Readings, New Delhi Allied Publishers, 1969, p. 38.

It was strange that the urban local government was not mentioned in the constitution, not even in the Directive Priniciples of State Policy and nor did the Planning Commission make any policy statement about it and for the first time it made a brief mention of it in the Third Five Year Plan when it observed. The general direction of the policy should be to encourage self-governing bodies and to assist them in assuming responsibilities for as large a portion of the administration and social services as possible. As a matter of fact, Planning Commission has been expressing its helpness at being a silent spectator of the ineffective role of municipal governments in urban development and the utter lack of any innovation in this regard. The Third Five Year Plan reiterates the weaknesses of the urbanization and industrialization, the central and state government have to be concerned about the state of urban local government and to take appropriate measures to equip them adequately to perform their functions effectively in making their cities liveable.[17]

74TH CONSTITUTIONAL AMENDMENT ACT

The 74th Constitutional Amendment Act, 1992 deals with the constitution, composition, election, duration, powers and responsibility of municipalities in respect of preparation of plas for economic development and levy taxes and duties by them. Under the 74th Constitution Amendment Act, urban local bodies were given constitutional status, a statement of the functions of the local bodies was made, provisions were also made for devolution of funds from central and state revenues and reservations were introduced for women and backward classes.

First, the provisions of the Constitution Amendment Act itself have been inadequate and recommendatory rather than prescriptive, leading to lack of direction. Secondly, it is also understood that state governments are not very keen

[17] Government of India, Planning Commissions, Third Five Year Plan, 1961-66, p. 693.

on sharing power with local bodies as their control would diminish. As a result, many functions have not been adequately devolved to the local bodies and still continue with the state governments. Out of the 18th functions which were envisaged to be devolved to the local bodies, many states have yet to devolve as many as a dozen. Thirdly, the constitution of district planning committees and metropolitan planning committees for multi-municipal urban agglomeration has also not happened adequately with many states still of operation also leave many gaps. The varied implementation of the Constitution Amendment Act has led to inadequacies in the municipal bodies.[18]

Towns and cities contribute substantially to the economic development of the country. These urban centres also play an important support role in the development of rural hinterland. To keep this economic transformation in line with needs and realities at the grassroot level, it is necessary that the people and their representatives are fully involved in the planning and implementation of the programmes at local level. If democracy in Parliament and State Legislatures is to remain strong and stable, its roots must reach towns and villages and the cities where the people live.

The Constitution of India has made detailed provisions for ensuring protection of democracy in Parliament and in State Legislatures. Hence, democracy in these institutions has survived and flourished. However, the Constitution did not make Local Self Government in urban areas a clear-cut Constitutional obligation. While the Directive Principles of State Policy refer to Village Panchayats, there is no specific reference to municipalities except implicitly in Entry-5 of the State List, which places the subject t of Local Self Government as a responsibility of the State. Entry-5 reads as under:-

[18] J. K. Gupta, Urban Infrastructure Development Need for Innovative Approaches, Uppal Publishing House, New Delhi, p. 54.

"Local Government, that is to say, the constitution and powers ofmunicipal corporations, improvement trusts, district boards, mining settlement authorities and other local authorities for the purpose of local self-Government or village administration." As a consequence of inadequate Constitutional provision for Local Self Government, democracy in municipal governance was not stable. Though the respective municipal acts of the States provided for regular elections to municipal bodies, they were frequently suspended and superseded for indefinite periods of time. Frequent and indefinite suspensions or supersessions eroded the very basis of local self-government and had a negative effect on democracy at the grassroot level. The general position with regard to financial resources of the municipal bodies was also not satisfactory. Over the years, there was a steady encroachment on the assigned functions and revenues of Urban Local Bodies by specialized agencies of the State Governments. As a result, many urban local bodies became weak and were not able to perform effectively. The weakened status of Urban Local Bodies crystallized public opinion in favour of need for a Constitutional guarantee to safeguard the interests of urban local bodies in order to provide for

- Regular and fair conduct of elections to these bodies
- Holding of elections within a specified time limit in case of supersession
- Adequate representation of SC/ST and women in the elected bodies
- Placing on firm footing the relationship between the State Governments and the urban local bodies with respect to:
  - Functions and taxation powers of the urban local bodies
  - Arrangement for revenue sharing between the State Government and the urban local bodies.

- Involvement of elected representatives at grassroot level in planning at the district and metropolitan levels.

Accordingly, the Constitution (73rd Amendment) Bill was introduced in the Parliament in 1991, which was referred to the Joint Parliamentary Committee with Members from both LokSabha and RajyaSabha for consideration. The Committee held several sittings and also took oral evidence and written comments from various organisations and individuals. The Committee had the opportunity of visiting various municipalities and held detailed discussions with their officers and elected representatives as well as with several StateGovernments. This was probably the first time that the Parliamentary Committee had deliberated so extensively on a legislation concerning local self-government.

The Bill as reported by the Joint Parliamentary Committee was taken up for consideration and passed by the LokSabha on 22nd December, 1992 and by the RajyaSabha on 23rd December, 1992 and it received the assent of President on 20th April, 1993. It was published in the Government Gazette on 20th April, 1993 as the "Constitution (Seventy Forth Amendment) Act, 1992".

The above Constitution Amendment Act came into force on 1st June, 1993,

HIMACHAL PRADESH

Himachal Pradesh is geographically a Himalayan state within the Indian union, predominantly rural. First of all this state came into existence as a small union territory. In 1948 by bringing together thirty small princely states after Independence. Before Independence, very little attention was paid to the development of this hilly state which for most of the time remained under the princely rulers. [19]

[19] Ranbir Sharma, Pary Politics in Himalayan State, National Publishing House, 1977, p. 20.

Himachal Pradesh was incepted as a separate administrative unit by merging Punjab Hill State, excluding Nalagarh area and other states viz., Sirmaur, Chamba, Suket and Mandi. It was then divided into four districts. These districts were Chamba, Mandi, Mahasu and Sirmaur. Chief Commissioner was administrative head of Pradesh. Chief Commissioner's province of Himachal Pradesh came into being in April, 1948. A Chief Commissioner's province meant neither any autonomy nor any democratic institution. The struggle for the integration of the "left-out" hill areas and the achievement of a right status for the Pradesh had to be continued. With the enforcement of Republican constitution of India 26 January 1950, the struggle for democratic government of Himachal Pradesh was intensified. The central government keeping in mind the wishes of hill people enacted the government of part c states act, 1951 and raised the Pradesh by providing a popular government in place of a chief commissioner's province.[20] The executive head of the state was designated as. Lieutenant Governor, after the adoption of constitution in the country and the Pradesh got an elected assembly thus a popular ministry was sworn on 24 March 1952.[21]

On 1 July 1954, Bilaspur was added as the fifth district of Himachal Pradesh, after the merger of the erstwhile part 'c' state of Bilaspur. Further on 1May 1960, another new district, the sixth one was carved out of the district of Mahasu. After that there was a continuous demand of re-organization of Punjab state on linguistic basis. With the introduction of the Punjab re-organization act, 1966,[22] hilly areas of Punjab- Shimla, Kullu, Kangra and Lahaul-Spiti district Nalagarhtehisl of Ambala district, part of Una tehsil, Hoshiarpur district and Dalhousie and Bakloh areas of Gurdaspur district were merged with Himachal

[20] Himachal Pradesh University, Himachal: Past, Present and Future, Directorate of Correspondence Courses, H.P.U., Shimla, 1975, p. 27.
[21] S.S. Shashi, Himachal Natures, Peaceful Paradise, Indian School Supply Depot, Delhi, 1971, p. 20.
[22] Ibid., p. 59.

Pradesh on 1 November 1966. With the merger of new areas in Himachal Pradesh, the total number of districts rose from 6 to 10. These districts wreBilaspur, Chamba,Kangra, Kinnaur, Kullu, Lahaul- Spiti, Solan, Mahasu, Mandi, Shimla and Sirmaur.[23]

On 5 March 1970, act no. 53 called the state of Himachal Pradesh act was adopted. Part ii (3) of the act provides that on and from the appointed day, there shall be established a new state, to be known as the state of Himachal Pradesh comprising the territories which immediately before that day were comprised in the existing union territory of Himachal Pradesh . Late Prime Minister Smt. Indira Gandhi inaugurated this 18th and the youngest state of the country on 25th January 1971.[24]Reorganisation of the districts took place on 1 September1972. The Kangra district which was quite big in area and population was divided and in consequence, two more districts, namely Una and Hamirpur were created for effective administration. Now, at present the total number of district in Himachal Pradesh is twelve.[25]

The Directorate of Urban Development was established during the year 1985-86 to direct, control and monitor the activities of the Urban Local Bodies in the state of Himachal Pradesh.

TOWN COUNTRY PLANNING OF HIMACHAL PRADESH

The Town and Country Planning was created as a small cell in Himachal Pradesh with Public Works Department in the year 1964. During 1979, it was created as in independent Directorate headed by Chief Engineer of Himachal

[23] S.S. Shashi, op. cit., p. 63.
[24] Brief Facts of Himachal Pradesh, 1985, p. 20.
[25] Ibid., p. 23.

Pradesh Public Works Department till 1993 when independent Director was appointed as Head of Department.

Town Planning is not a new thing. Best example of Town Planning is Indus Valley civilization. During their time, the Planning of town was done in planned manner. Directions of Sun and Wind were kept in mind while planning the towns besides the type of soil of the town. After this civilization many capitals of the State of India are example of Architecture and town planning, but after independence, due to population explosion and uncontrolled urbanization the objectives of Town planning is being ignored.

In Himachal Pradesh towns like, Shimla, Mandi, Dalhousie, Solan, Dharamshala has lot of its name due to unplanned construction activities. The same is problem along National and State Highways. The powers like Industrialization, Urbanization and Commercial activities are being on all sides and due to which environmental degradation related problems are coming up.

Today the future of our land is in danger. For urbanization we are sidelining the nature. For construction of houses we are cutting trees and mountains. In Shimla, Solan and few other towns of H.P. few newly constructed buildings were fallen at their own and the cases of land sliding has increased. Moreover, the tragedy like earthquake can also occur due to non-planned towns/buildings.

Therefore, by making rules and regulations the problem of Planning can not be solved. It require public awareness and awakening.

State Town Planning Act under which the implementation of plans/ schemes are being done by them in their respective areas. Now the above functions are being performed as part of the obligatory functions of the municipalities and spatial planning are no longer derived from the State Town Planning Act. It is now

being realized that Urban Bodies should not only provide civic services for the welfare of local people, but also carry out the task of Urban Planning and development. If the Urban Local Bodies have to serve as agencies of plan preparation, enforcement and implementation as envisaged in the Constitutional amendment, it is absolutely necessary that effective infrastructure built in the Local Self Government.

The Directorate has been assigned the responsibility to look after the legislativ, Administrative and Development activities of 50 Municipalities (Local Urban Bodies) i.e. 1 Municipal Corporation, 25 Municipal Councils and 24 Nagar Panchayats which covers 5.59 Lac urban population (2001 census report) which is about 9.2% of the total population of the state.

From 1886 to May, 1994, the Directorate was performing nominal regulatory functions which merely relates to the coordination of development works, release of grants and passing of municipal budgets. Consequent upon the 74th amendment of the constitution and the enactment of 3 new Municipal Acts viz. H. P. Municipal Corporation Act 1994, Municipal Statutory and obligatory functions are entrusted to the Directorate. The 74th Constitutional Amendment envisages greater decentrazation of administration, legislative and financial functions to the Urban Local Government coupled with more and more functional autonomy to all the municipalities.

These new Act have bestowed upon the Municipalities numerous additional functional which are in conformity with the 12th Schedule of the Constitution. Two notifications to this effect have already been issued by to performed by the Local Bodies including the Municipal Corporation, Shimal. The 12th Schedule in Article 243 W enumerates 18 functions out of which first three functions are as under:-

1. Urban Planning including Town Planning.
2. Regulation of land-use and constructions of buildings.
3. Planning for economic and social development.

The above three functions the past were not part of the previous Municipal Acts probably due to the fact that these obligatory responsibilities of the municipal bodies were being derived from the State Town Planning Act under which the implementation of plans/ schemes are being done by them in their respective areas. Now the above functions of the municipalities and spatial planning are no longer derived from the State Town Planning Act. It is now being realized the Urban Bodies should not only provide civic services for the welfare of local people, but also carry out the task of Urban Planning and development. If the Urban Local Bodies have to serve as agencies of plan preparation, enforcement and implementation as envisaged in the constitutional amendment, it is absolutely necessary that effective infrastructure built in the Local Self Government.

MUNICIPAL CORPORATION SHIMLA

Shimla Municipal Corporation is one of the oldest municipalities of India and has passed through many slings and arrows during its last one hundred and forty five years of existence. It was first constituted as Municipal Committee in December, 1851, under the provisions of Act XXVI of 1850. Initially appointed Municipal Commissioners were Government officials. The first elections were held on August 26, 1855 following the first meeting of the committee composed of the Deputy Commissioner; Senior Assistant Commissioner; Medical Officer; and an Executive Engineer; together with house proprietors. Shimla Municipal Committee was declared as Class I Municipality on July 31, 1871. In 1874, it was brought under the Punjab Municipal Act (IV of 1873) but there were grave

objections to this constitution. In 1884, with the introduction of the Punjab Municipal Act, XIII of 1884, the town was divided into two wards viz.- the Station and the Bazaar. The Committee passed through different reconstitution procedures till the Independence. After Independence there was demand from the Public for extending franchise to the whole population. Then Shimla was divided into fourteen single member wards and one double member ward. All the members were to be elected and the president was in turn to be elected by the members amongst themselves. Elections in 1953 and 1960 were held on the basis of this system. In view of the substantial increase in population of the town, advisors to the Committee were appointed and subsequently membership was raised. As a result of re-organization of Punjab, Shimla became a part of Himachal Pradesh. Even the case between the Committee and Punjab Government was set aside by Court and reinstated the Committee in June, 1967. In 1968 arrangements for holding first elections were made and as a prelude the government ordered the delimitation of wards of the Municipal Committee into ten wards. In the meanwhile the passing of the Himachal Pradesh Development & Regulation) Act 1968, (Act No.22 of 1969) converted the Committee into Corporation w.e.f. June 29, 1969. The Committee thus witnessed its liquidation after a long history. With the passing of the Himachal Pradesh Municipal Corporation Act., 1994 (H.P. Municipal Corporation Act, 1994) government revised the delimitation of wards into 21 and conduced election.

List of Municipalities/ Urban Local Bodies in Himachal Pradesh

DISTRICT SHIMLA

- Municipal Corporation Shimla
- Municipal Council Rampur
- Municipal Council Theog
- Municipal Council Rohru
- Nagar PanchayatNarkanda
- Nagar PanchayatSuni
- Nagar PanchayatChopal
- Nagar PanchayatKotkhai
- Nagar PanchayatJubbal

DISTRICT SOLAN

- Municipal Council Solan
- Municipal Council Nalagarh
- Municipal Council Parwanoo
- Municipal Council Baddi
- Nagar PanchayatArki

DISTRICT SIRMOUR

- Municipal Council Nahan
- Municipal Council Poanta
- Nagar PanchayatRajgarh

DISTRICT BILASPUR

- Municipal Council Bilaspur
- Municipal Council Naina Devi ji
- Municipal Council Ghumarwin
- Nagar PanchayatTalai

DISTRICT UNA

- Municipal Council Una
- Nagar PanchayatGagret

DISTRICT HAMIRPUR

- Municipal Council Hamirpur
- Nagar PanchayatNadaun
- Nagar PanchayatSujanpur
- Nagar PanchayatBhotta

DISTRICT KANGRA

- Municipal Council Kangra
- Municipal Council Dharamshala
- Municipal Council Palampur
- Municipal Council Nurpur
- Municipal Council Nagrota
- Nagar PanchayatDhera
- Nagar PanchayatJawalamukhi

DISTRICT CHAMBA

- Municipal Council Chamba
- Municipal Council Dalhousie
- Nagar PanchayatChowari

DISTRICT MANDI

- Municipal Council Mandi
- Municipal Council Sundernagar
- Nagar PanchayatSarkaghat
- Nagar PanchayatJoginder Nagar
- Nagar PanchayatRewalsar
- Nagar PanchayatKarsog

DISTRICT KULLU

- Municipal Council Kullu
- Municipal Council Manali
- Nagar PanchayatBhunter

- Nagar PanchayatDaulatpur
- Nagar PanchayatMehatpur
- Nagar PanchayatSantokgarh
- Nagar PanchayatBanjar
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REVIEW OF LITERATURE

N.N. Warren (1948) [26] discussed the English system of Municipal Administration. The work is divided into two parts. The first part provides a concept of Municipal machine and the second part deals with special aspects of municipal administration in greater detail. The author has analyzed the difficulties and problems which municipal Administration have to face and he has also given certain suggestions. He has expressed his views on the preparation of minutes as the main medium of report y committees to the council of budgetary control.

Benjamin Baker (1957)[27] in his book "Urban Government" has presented the American Municipalities and their functions as being in a constant state of flux and their authority and responsibility as being highly sensitive to social changes. Stress has been placed on the cause of development and dynamic character of municipal institutions. The author has futher highlighted the problem common to an area dealing with fragmented books many cities with no common government instrumentally. The social economic and other factors simultaneously affecting the growth and development of municipal institutions are the necessary part of urban administration.

[26] N.N. Warren, Municipal Administration, London, Sir ISSAC Pitman & Sons, 1948.
[27] BanjkinBakar, Urban Government, East West Press Pvt. Ltd., Delhi, 1957.

Hicks (1961)[28] remarks about the local government. It has been regarded as a means of not only to political, but also economical development. The success lies in the development of and efficient and democratic system of local government.

Ali Ashraf (1966)[29] conclude that in the Indian science, there are some studies of urban government which either tread the traditional paths of research with accent on legal administrative perspective or form part of urban development plans.

S.R. Maheshwari (1971)[30]In this book on "Local Government in India" has discussed both rural as well as urban aspects of local government in India. After tracing the history of local government in India, he has attempted to describe the structure, personnel, finance and functioning of rural as well as urban local government and finally, has suggested way and means of improving the system of local government in India. Attention has been focused on local government as an entity operating within the longer system of government in the country.

R.K. Bhardwaj (1974)[31] examined the problems being faced by urban local bodies. The trend of rural local population migrating to urban centre had grown due to obvious reasons. In big cities, the conditions had turned so appalling that it has now become impossible for the local bodies to manage their affairs due to growing population and increasing liabilities. In order to attend to the urban difficulties, master plans have to be proposed for a proper development of big cities.

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28 K. Hicks, Development Room Below, London Oxford, 1961.

29 Ali Ashraf, The City Government of Calcutta: a Study of Inertia, Bombay, Asia Publishing House Bombay, 1966.

30 S.R. Meheshwari, Local Government in India, Orient Longman Ltd., New Delhi, 1971.

31 R.K. Bhardwah, The Municipal Administration of India, Sterling Publishing Pvt. Ltd., Delhi, 1974.

Mohit Bhattacharya (1979) [32] attempt has been made by Mohit Bhattacharya in "The Management of Urban Government in India" to bring the theoretical and conceptual frame in reference to help organize our knowledge of the urbanization and the major propose is to highlight the need for managerial improvement in urban administration.

H.D. Kopardekar (1986)[33] observes that no single fact has influenced the social life today in a big way on the process of urbanization. In the west, the process of industrialization was responsible for a particular pattern of urbanization. In the developing countries of the third world, urbanization has not the same relationship with industrialization. The pattern of urbanization in third world country is the direct result of socio-economic and political conditions.

Gokul Nanda Desh (1988)[34] in this book on "Municipal Finance in India" discusses very well the problems which urban local government encounter, especially in the field of local bodies in Orissa. The findings of his research hold valid not only for third world countries in general. But the real problem of urban local bodies is not poor finances but weak financial administration.

Netar Singh (1990)[35] in his book on "Municipal Administration in India" has attempted to make a study of Jammu & Kashmir state. He says that like their counterparts in other states of India the municipalities in Jammu & Kashmir suffer from varied problems viz. paucity of funds, poor performance, too much of the state control etc. the author has highlighted various conditions and difficulties which are faced by the municipalities in discharging the functions with available resources. The study is mainly based upon the fact that greater the people

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32 MohitBhattachrya, Management of Urban Government in India, Uppal Book Store, New Delhi, 1979.
33 H. D. Kipardeker, Social Aspect of Urban Development, Popular Parkashan, Bombay, 1988.
34 Gokul Nanda Dash, Municipal Finance in India, Concept Publishing, New Delhi, 1990.
35 Netar Singh, Municipal Administration in India, H.R. Publishers, Delhi, 1990.

participation in municipal administration, the greater possibility of strengthening the democratic culture at grass root level.

DhirendraVajpai (1990)[36] in his book on, "Local Government and Politics in Third World: Issues and Trends" has stressed on portraying issues related to changes taking place in local government in Asia and Africa. The volume contains nine papers on countries Nigeria, India, Bangladesh, Sri Lanka, China, Korea covering different settings and facts and one general paper relating to the local polities and administration play a crucial role in bringing about desired changes by actively participating in policy formation and implementation. The common problems faced in all these countries are clearly brought out by the author. The book provides comparative perspective to the study of local government in third world countries.

V.P.Dobey (1991)[37] in his book on "Urban Development Administration" has focused on various basic problems affecting the city administration. The management of our cities requires speed and dynamism. He further stresses on the basic social and religious issues which play no less significant role in the economic forces in giving shape to the ruban needs for better management of the city and its day to day functioning, a lot depends on the municipal administration for implementing proper policies to solve the problems relating to municipal administration.

N.R. Inamdar (1991)[38] in his book on "Crisis in Urban Government" has stressed on the purpose to analyses both decision making mechanism and the decision making process of managing or to use a batter term in administrative

[36] DhirendraVajpai, Local Government and Politics in Third World- Issues and Trends, Heritage Publication, New Delhi, 1990.
[37] V.P. Dubay, Urban Development Administration, Deep & Deep Publication, New Delhi, 1991.
[38] N.R. Inamdar, Crisis in Urban Government, Concept Publishing Company, New Delhi, 1991.

control, governing the organization of the municipal corporation. His study also deals with the alternatives conceived during the process of decision making on various functional subjects and individual items. His study has left out from its purview the implementation or execution of the decisions, which would require effective administration.

P. S. N. Sinha (1991)[39] in his book work entitled "Studies in Development Administration Challenges and Change" has made the following observations. Specific and persistent cause for concern has been lack of quality and effectiveness in the services rendered by the public and utility services. Power generation, transmission and distribution is particular noticeable in this context. Urban planning through development authorities is yet another in view of the visible evidence of growing slums, deteriorating municipal services, neat collapse public transport system, increasingly difficult access to proper medical and health care services in public hospitals, less of sense of direction in the critical sphere of uniform education and related opportunities in this respect and above all the persisting ineffectiveness of women development programmes in both city and village all these would appear to point to a certain malaise in administration which calls for immediate and even drastic remedy. The ills of poor administration have continued to eat into the finances as well as the efficiency of these services.

Shamsher Singh (1992) [40] in his book on "Urban Planning and Development" has stressed on the process of Indian urbanization at its grass -root level. He further stresses on impending economic diversification as the consequences of saturation of agriculture sector and decreasing size of operational holdings most of the planning and development and not integrating the spatial

[39] P.S.N. Sinha, Studies in Development Administration Challenges and Change, Common Wealth Publishers, MarariLal Street, Ansari Road, New Delhi, 1991.

[40] Shamsher Singh, Urban Planning and Development, Ashish Publishing House, New Delhi, 1992.

planning with economic development. The author has highlighted that for any development programmes to succeed, it is a must for the country to define policies of distribution of population and economic activities. The urban development strategies have been mainly aiming at containment of city size and improving the physical living environment in the city. The poverty in the urban areas still needs to be tacked on sounder principle.

A. Awasthi (1999)[41] in his book on "Municipal Administration in India" has stressed on the problems of urban government where the people coming from the impoverished rural areas and occupying every available vacant space and setting up of shacks of word, tin or cardboard thereon, growing urbanization has affected not only economic structure of the society but also its social pattern and cultural profiles. The author has highlighted that efficiency and intergrity in performance of the municipal administration can be better ensured by a more active involvement of the beneficiaries i.e., the people in administration. The efficiency and effective functioning of local bodies and the standard of services provided by them depend not only on organizational procedures, financial capabilities and tax administrative and technological comperation of the municipal personnel but also on the understanding and co-operation of its citizens.

Aidan Southhall (2000) [42] emphasizes on urban anthropology is an inevitable aspect of the dialectic growth of anthropology. The extent to which scholars are turning towards it as their main focus of interest has been remarkable. As a major aspect of the equally new concern with complex societies, the study of urban anthropology marks an important step in implementing the traditional claim of anthropology to deal with man everywhere and as a whole. Further, it requires a

41 A. Awasthi, Municipal Administration in India, Laxmi Narayan Agarwal, Agra, 1999.

42 Aidan Southhall, Urban Anthropology Cross Cultural Studies of Urbanization, New York, Oxford University Press London, Toronto, 2000.

radical change in the usual public image of anthropology. Although there is no denying the depth of the intellectual stimulus which continues to flow from study of the rich variety of man cultural arrangements at both social and cognitive levels, anthropologists have long been aware that an exclusive interest in small, isolated, exotic culture was a quick stand which would engulf them if they could not realize the broader relevance of their insights.

PremLataBansal (2001)[43] in his book "Administration Development of India" has portrayed the evolution of the various structural legacies of the civil service system in India as well as their accompanying behavioural and functional orientation. Most of these structural patterns continue in the civil services system of free India. Modifications which have taken place in the composition and training patterns of I.A.S. in response to the demands of development are also covered in the first part. Results of Dr. Bansal's study will be both theoretical and practical utility for at least those nations which have emerged from the British colonial tradition.

Edward Arnold(2001)[44] in his study "The Urban Questions" develops new tools of research while criticizing the traditional categories with which the social sciences, technocracy and the mass media have usually conceived urban problems. The criticism aims at being as rigorous as possible that is why, on the one hand, it is based on an examination of the urban sociological literature of several countries in relation to different themes and on the other hand, it tries to deconstruct the mechanisms by which these categories displace questions and distort our vision of reality, in terms of socially dominant interests.

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43 PremLataBansal, Administrative Development in India, Sterling Publishers, New Delhi, 2001.

44 Edward Arnold, The Urban Question, 25 Hill Street London, 2001.

H. Lal (2002)[45]in his book entitled "City and Urban Fringe" has made the following observation. The important development in urban settlement during the past few decades has been the rapid expansion of population and built up area in the corporate suburb and in the area surrounding our large towns and cities. There mechanized transpiration and the extension of public utility services such as electricity, water, sewerage etc. beyond the city's.

Jai Bhagwan (2004) [46] in his book on "Municipal Finance in the Metropolitan Cities of India" he has highlighted the municipal finance which is a necessary part of municipal functions. He has analysed the finance of municipal corporation. To maximize the welfare of the citizens; local government must rise, spend and administer their resources on sound principles. The author focuses on the need that government should provide liberal loan to the corporation for its developmental activities. The author has further stressed on the whole the structure of the financial administration which needs to be so overhauled so as to enforce regularity and ensure accountability.

David Anthony Pinto (2005)[47] has made the following observations in his study on "The Mayor, Commissioner and the Metropolitan Administration Bombay". He has stressed on local government which primarily deals with grass root democracy or the people's right to manage their own affairs and received the attention, it deserves in a democratic country like our own. The study reveals that the roles of mayor and municipal commissioner which are mutually more complementary than conflicting and seek to evaluate the structure and political environment in which they operate. In his study he has concluded that the system

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45 H. Lal, City and Urban Fringe, Concept Publishing Company, New Delhi, 2002.

46 Jai Bagwan, Municipal Finance in The Metropolitan Cities of India, Concept, Publishing Company, New Delhi, 2004.

47 David Antony Pinto, The Mayor, The Commissioner and The Metropolitan Administration Bombay, Vikas Publication, New Delhi, 2005.

requires is a change in orientation, of those who run municipal affairs and not much change in its formal structure.

M.N. Buch (2006)[48] comes to conclusion that unless the city's linkages with its hinterland and the extra regional areas which donate migrants to it are clearly appreciated. There can be no meaningful city planning in this country. Thus he goes on to explore the regional variations in urbanization to support the same. Central idea of urban planners confines of urban areas and more boldly on to a wider convas or realm of city planning to that of economic planning, he admits that the physical planning input would continue to be important because it is necessary to create the infrastructure which would permit the industries to develop.

GangadharJha (2006)[49] in his book on "Local Finance in Metropolitan Cities" gives on insight into the complexities of local financial problems and issues involved in resource mobilization at the local level. The main focus is on the fiscal stress or the financial problems of metropolitan cites. The book also discusses the ways and means of enhancing the fiscal capabilities. Author has also focused on relationship of urbanization and the finances of municipal.

V. Nath (2007)[50] the roots of the present patterns of urbanization as well as the urban geometry of many of India's major cities can be traced back to the British Period which was characterized by the selective development of a few port cities and their immediate hinterlands. Urbanization often result in a veriety of spatial, economic, social demographic and environment changes-some of which are positive and some negative. Cities offer job opportunities, provide better infrastructure, promote social and economic mobility and result in improvements in health indicators like expectancy and infant, as well as mother and child,

48 M. N. Buch, Planning The Indian City, Vikas Publishing House, New Delhi, 2006.
49 GandharJha, Local Finance in Metropolitan Cities, Mittal Publication, Delhi, 2006
50 V. Nath, Urban Development and Metropolitan Cities in India, Publishing Company, New Delhi, 2007.

mortality rates. Similarly metropolitization generates a pressure for additional peripheral lands the need for commensurate growth in transport, healthcare civie services and amenities.

K.K. Bhattagar and K.K. Gadeock (2007)[51] in his book provides a useful material on "urban development and Administration" and this section also deals with the merging concept of user charges and right prices of urban services so as to cover the O&M cost. There is a shift now in the policy on urban services delivery from a social welfare approach to the one based on sustainable financial viability. In this section, Jawaharlal Nehru National Urban Renewal Mission has been discussed in sufficient details. This programme is meant for the amelioration of the long-neglected cities, to improve their poor infrastructure and quality of life.

A.K. Jain (2008)[52] in his book "A Sustainable Vision for Urban India" gives a hard look and urban reality and underlines the need to adopt the beauty of simplicity, spirituality, sincerity and sustainability in place of fast-paced economy-oriented development. Learning from the inherent wishdom of nature and cities of the past, a city should be infused with contemporary sensibilities. The author advocates that a sustainable city should promote community empowerment together with decentralization, devolution deregulation of planning process. It should support and encourage a pro-poor, people-centered approach towards self-rule, self-reliance and self build with the local and simple solutions based on a comprehensive understanding of the issues and processes.

HafizaGolandaz and L.N.P. Mohanty (2010)[53] in his book "urban Issues and Environmental Challenges" has focused on urban environment profiles of

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51 K. K. Bhattagar and K. K. Gadeock, Urban Development and Administration, Aalekh Publication, Jaipur, 2007.

52 A. K. Jain, A Sustainable Vision for Urban India, Kalpaz Publication, New Delhi, 2008.

53 HafizaGolandaz and L. N. P. Mohanty, Urban Issues and Environment Challenges, A. P. H. Publishing Corporation, New Delhi, 2010.

cities or diverse and are created by complex systems that are subject to constant change, signifying a dynamic evolutionary process. The nature of urbanization, the location of the city and its level and type of economic activity which determine environment pressures and conditions, especially those relating to population growth and migration, productivity and economic development have a significant bearing on the kind of urban services required for a particular region or city. The ever-increasing urbanization in combination with the depletion of natural resources and environment degradation pose a major challenge to the professionals in the field of urban environmental management worldwide.

ARTICLES

K. L. Handa (1999)[54] in his article "Over Loaded Urban System" observes environment impact of urbanization. One must try and understand the relationship between man and land. This is the medium on which the super-structure of human settlements is created. When land is in state of nature, man interacts with it on a very low key because he is only of the elements of a larger ecological system and the relationship with land becomes organic and symbiotic. However land is also the resource which man can exploit. In other words, human interaction brings about a change in the organic relationship which is mismanaged and exploited and there is environmental degradation. Today our town are lunatic asylums of noise, pollution and overcrowding.

V. G. Nandekar (2000)[55] in his article on decision making gives the crux of an organization life, structure help to make a process of smooth functioning. The study of structures of decision making and their behavior, therefore, becomes rewarding. The present article, in analyzing both decision making mechanism and

[54] K. L. Handa, Over Loaded Urban System, The Indian Journal of Public Administration, 1999.

[55] V. G. Nandeker, Crisis in Urban Government: a Study in Decision Making, Indian Journal of Public Administration, 2000.

the process of decision making in municipal corporation, treads in relatively new area in the study of urban government.

The administration and political leadership at local is assuming significance of operational and academic level in the context of growing urbanization observation of the study, though pertaining to 1971 to 19 periods are still valid and as such it is a valuable contribution in understanding and appraising their role.

M.A. Muttalib (2001) [56] in his article "Institutional Aspects of Urban Governance in India" in the time frame of its evolution (since the British India days) till the 74th Constitutional Amendment Act, the author analytically examines the institutional aspect of urban governance in India. Clarifying its political ideology and reality, he discusses its typologies municipal accountability. In conclusion, he expresses his apprehensions about emergence Amendment Act.

Parsunna K. Mohanty (2002)[57] while comparing universal decentralization objectives with those of the 74th Constitutional Amendment Act, the author analyses in detail the provisions made in conformity legislations enacted at state/ UT level on three most important aspects, functional and financial decentralization and popular participation and points out their draw blacks. He then examines now these provision address three fundamental issues of political decentralization, i.e. autonomy, accountability and participation.

J. B. Kshirsagar and Pawan Kumar (2008) [58] urban areas are either transitional areas or interactive areas where urban and rural activities are juxtaposed and natural features are subject to rapid modifications. The

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56 M. A. Muttlib, Institutional Aspect of Urban Governance in India, The Indian Journal of Public Administration, 2001.

57 Parsumma K. Mohanty, Municipal Decentralization and Governance, Autonomy, Account ability and Participation, the Indian Journal of Public Administration, 2002.

58 J. B. Kshirsagar and Pawan Kumar, Spatial Planning for Peri Urban Areas, Journal Nararlok, January-March, 2008,vol. xl.

development of peri- urban areas occurs not only on periphery but may often penetrate along hilltops, water fronts, river valley and well inside urban areas. The impact of economic growth and physical expansion of the urban areas is not confined to urban boundaries but they reach into much wider areas surrounding urban centres creating urban areas urban fringe areas or peri-urban areas.

L. N. P. Mohanty (2009)[59] urban governance is to be reflective of low the various constituents of public service delivery are organized to increase the welfare of citizens. It can only be measured relatively and somewhat subjectively, how effective the institutions are in terms of the principles of substantiality, decentralization, efficiency, equity, participation, transparency, accountability, civic management and citizenship and security. It requires a periodic strengthening of these aspects of city management in order to ensure service delivery, which is considered achievable through strategies of enabling participation and capacity building.

Rajbir Singh Dalal (2011)[60] thus 74th has paved way for strengthening the process of democratic decentralization in the country vis-à-vis for good governance by extending constitutional status to the municipalities in the country. The weaker sections but also ensured the tenure of ULBs. People have been given adequate opportunities to manage their affairs and to feel with their problems at local levels which are not only grassroots level but also an ingredients of good governance. The success of these bodies can be assessed from the appraisal of four consecutive elections held in the state with such a hing turnout of voters.

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59 L. N. P. Mohanty, Urbanisation and Growth of Small Cities, journal Nagarlok, July-September, 2009, vol. xl.

60 Rajbir Singh Dalal, Good Governance in Urban Local Bodies Issuse and Challenges, journal Nagarlok, April-June, 2011, vol. xliii.

Manna Lal Meena (2012)[61] urban governance is a complex issues and poses a formidable challenge in today's public management in our country. The Indian urban governance model has been constructed on the Victorian system of municipalities. The long British rule in India fed to the setting up of urban local bodies in various parts of the country. However, right from the beginning, there has always been a lack of clarity on their role, functioning and financing. At, time these organizations were seen as murseries of democracy and polities. The existence of the third tier of local government, therefore, before 74th Constitutional Amendment Act was always hazy and nebulous.

A.Narender, (2013)[62] This article Revealed the legacy of JNNURM and the recommendations of high powered committee set up by ministry of urban development, the 12th five year plan has formulated an urban policy and strategy with a focus of Nehru National Urban Renewal Mission (JNNURM–II) programme to provide greater impetus and thrust to balanced and inclusive urban development in India. The article highlights urbanization trends and challenges and discussed past urban policies of JNNURM programme and the 12th Five Year Plan in India. Urbanization provides both opportunities and challenges. While the opportunities are in the form of increased growth, employment and income, urbanization also throws many challenges as it occurs at a relatively rapid pace putting pressure on land, housing and basic services such as water supply, sanitation and soild waste management. The 12th Five Year Plan and JNNURM-II Present a great opportunity for developing and implementing a proactive and comprehensive urban policy and strategy to usher in a golden era in Indian urban development leading to high level of economic growth and poverty reduction. It is

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61 Manna LalMeena, Urban Governance in india Urbanisation, Institives, Challenges and Futuristic Persectives, journal Nagarlok, April-June, 2012, vol. xliv.

62 A Narender, "Urban Policy Under JNNURM and 12th Five Year Plan in India" Journal Nagar Lok, January – March.

the responsibility of all urban institutions, government and stakeholders to work hand, inhand to ensure the smooth implementation of urban policy and strategy articulated by the 12th Five Year Plan and the JNNURM-II programme in the coming next Five to Seven Years.

Shalini Bhandari, (2013)[63] discussed the problems and challenges for urban development in India. The rapidly growing size of urban population and its concentration in a few cities is posing serious problems in the management of urban services. The growth of urban agglomerations cerates several problems of planning, coordinations and development of civic amenities. Urbanization in India is taking place sans adequate industrialization, infrastructure and urban services, but with the serious accompanied problems connected with services, housing and environment. Attention currently provided to urban areas is grossly inadequate in view of Ashish Bose, "the government's housing policy continues to be colonial, the urban land policy continues to be capitalist, the town planning and municipal rules and regulations continue to be based on obsolete 19th century and early 20th century British legislation and the system of city government breeding in efficiency, corruption and nepotism is certainly not to meet the challenges of urbanization in the close decades of the 20th century". All cities in the country have severe shortage of housing, water supply, severage, transportation, communication and other facilities. As the urban kaleidoscope is turned, new facts and forms are revealed and the underlying reality emerges with its contradictions, new relations and historical paradoxes.

[63] Shalini Bhandari, "Rising Urbanization in India, Problems and Challenges for urban development, Journal Nagarlok, January-March -2013

SELECTION OF THE PROBLEM

Himachal Pradesh government has established various agencies for regulating the growth of urban areas in the state. The agencies like, town and country planning, urban development department, housing board, municipal corporation board are supposed to play an important role in the urban development in Himachal Pradesh, but it has been observed that these agencies have not contributed optimally in regulating the urban development in the state. Unplanned growth of housing and commercial sectors has posed a major challenge to the state government, the answer to which lies in the effective performance of various agencies engaged in administration of urban performance level of these organizations and the social, political and economical environment in which these operate. The problem is that, while in spite of having so many institutional arrangements, still the haphazard urban development is taking place which is deficient in civic amenities and is unsuitable to the ecology of the state.

OBJECTIVE OF STUDY

- To analysis the trends and factors responsible for urbanization in Himachal Pradesh.
- To study the role and performance of various bodies functioning under town and country planning department in Himachal Pradesh.
- To study the impact of urbanization on physical and social environment with regards to Himachal Pradesh.
- To identify major challenges encountered by TCP department in implementation of various developmental programmes.

- To suggest measures based on the study for the effective implementation of development programmes.

HYPOTHESIS

The major hypothesis of research study are given below:

- Urban administration playing the assigned role in the development of district in an effective manner.
- Urbanization has resulted in emergence of various problems related to physical and social environment.
- People are dissatisfied with the working of urban bodies in district Shimla and Kangra

DELIMITATION OF THE STUDY

The study will be delimited to two district i.e. Shimla and Kangra of Himachal Pradesh.

RESEARCH METHODOLOGY

The nature of the study will be both primarily and secondary.

SOURCE OF DATA

Primary Data:

Primary data will be collected through Questionnaire and Interview. Technique of Quota-cum-incidental sampling will be used to draw a representive sample of Government officials and common people with incidental cum-purposive sample who are managing urban-administration.

Quota-cum-incidental sampling and incidental-cum-purposive sampling will be used to undertake the survey. The respondents were chosen from each category, by applying the technique of quota-cum-incidental and incidental-cum-purposive sampling.

For the purpose of primary data interview and questionnaire will be administered amongs 300 common people and 30 urban Government officials from Shimla and Kangra district.

Sr. No.	Category	Units
1	General Public (Shimla and Kangra)	300 (150 two each District)
2	Urban Govt-Officials	30

Secondary Data

The secondary data will be collected from office documents particularly annual reports, administration reports, annual plans, records and references of government of Himachal Pradesh.

CHAPTERIZATION

- Introduction
- Organizational set up of urban development.
- Urban development in Himachal Pradesh.
- Challenges of urban development in Himachal Pradesh.
- Performance evaluation of urban development agencies.
- Conclusion and Suggestions.

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